



CITY AND COUNTY OF SWANSEA
DINAS A SIR ABERTAWE

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Chair, Scrutiny Programme Committee

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SPC/2015-16/8
6 April 2016

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I dderbyn yr wybodaeth hon mewn fformat arall, cysylltwch â'r person uchod.**

Dear Councillor Jones

Cabinet Member Question Session – 8 February

Thank you for your letter of the 18 March 2016 following the Scrutiny Programme Committee of the 8 February 2016. You requested further information and I have sought to give you the detail that you have required. Do not hesitate to come back to me if you need further clarity.

The performance rate SCA002a that you referred to is the rate per 1000 of older people helped to live at home. This rate did decrease from 19.84 to 20.45 in the year 2014/ 2015. The decrease was small and largely reflects the increasing dependency of the people at that time and the additional need for help during a period of rapid transition to accommodate to the increasing needs including the rise in assessments of deprivation of liberty (DoLS).

Considerable developments have been initiated and continue to evolve over the last year with the implementation of the integrated community services across health and social care. The three hubs that deliver to Western Swansea, Northern Swansea and Central have improved the outcomes of the coordinated care packages so as to avoid individuals having to be admitted to hospital or care homes and facilitating the prompt and effective skilling up of individuals with the aspiration to remain in their own homes.

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Bonymaen Care Home provides skills based six week residential re-ablement packages where appropriate and the hubs provide community based six weekly re-ablement domiciliary care packages as well as community based long term care packages within the home. Whilst it is increasingly recognised that individuals wish to return to their homes it is also apparent that there are some individuals that still require admission to a care home.

I have attached a copy:

- of a briefing note on modern slavery
- of the evaluation report produced by Swansea University on the Local Area Coordinators

The older adults report by Cardiff University can be sourced from:
<http://staffnet.internal.swansea.gov.uk/media/pat/j/i/Review.pdf>

Yours sincerely

COUNCILLOR JANE HARRIS
CABINET MEMBER FOR SERVICES FOR ADULTS & VULNERABLE PEOPLE

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Briefing Note

Western Bay Regional Anti-Slavery/ Human Trafficking

What is Modern Slavery / Human Trafficking?

Anti-slavery / Human Trafficking can be defined as the movement of a person from one place to another (within a country or across borders) with deception or coercion, abuse of power or of a position of vulnerability into conditions of exploitation.

Exploitation types include:

- Sexual Exploitation
- Labour Exploitation
- Domestic Servitude / Slavery
- Less common but equally valid is Exploitation of Human Tissue (Organ Harvesting).

Slavery has been outlawed on both sides of the Atlantic since 1805 but unfortunately it is still happening and here in Wales. We now have the Modern Slavery Act 2015 to help us tackle this heinous crime.

Regional approach:

The Western Bay Anti-Slavery Forum (WBASF) formerly known as the WB Anti-Slavery/Human Trafficking Group was set up in autumn 2013, meeting quarterly, the key focus of the forum is to:

- promote Anti-Slavery awareness training across the Western Bay footprint
- consider the frequency and type of referrals under the National Referral Mechanism (NRM) and receive updates on local Anti-Slavery MARAC
- facilitate an exchange of human trafficking information and intelligence gathering across the whole range of statutory services, and associated third party organisations.

What steps we have taken to increase local awareness:

The regional Community Cohesion programme have arranged for free train the trainer sessions including the delivery of **free** half day Anti-slavery/ human trafficking session as below:

Regional Anti-slavery/human trafficking awareness sessions:

- Since January 2015, we have delivered 52 anti-slavery/ human trafficking awareness sessions which are attended by 1014 participants across the Western Bay region. Amongst them was 767 staff in Swansea, 117 staff in Bridgend and 130 in Neath Port Talbot.

The training, which is being delivered to frontline professionals in Wales, is designed to help people spot the signs of Modern Slavery / Human Trafficking and:

- understand and define modern slavery/human trafficking
- discuss strategies to improve reporting of modern slavery/human trafficking
- be able to identify a victim of trafficking
- have knowledge about the National Referral Mechanism (NRM)
- know whom to contact for further advice

These training sessions will enable participants to gain better understanding of the various types of modern slavery/human trafficking and discuss strategies to raise awareness within the workplace or with the communities they work in. For 2016-17, the following sessions have now been agreed to be delivered in Swansea. NPT and Bridgend sessions will be finalised soon.

Date	Time	Course venue
21 st April	01.30pm – 05.00pm	Committee Room 1, Civic Centre, Swansea
18 th May	10.00am – 01.30pm	Committee Room 2, Civic Centre, Swansea
20 th June	09.30am – 01.00pm	Committee Room 1, Civic Centre, Swansea
21 st July	10.00am – 01.30pm	Committee Room 1, Civic Centre, Swansea
7 th September	12.30pm – 04.30pm	Committee Room 2, Civic Centre, Swansea
5 th October	10.00am – 01.30pm	Committee Room 1, Civic Centre, Swansea
3 rd November	01.00pm – 04.30pm	Committee Room 2, Civic Centre, Swansea
25 th January	10.00am – 01.30pm	Committee Room 1, Civic Centre, Swansea
28 th February	01.00pm – 04.30pm	Committee Room 2, Civic Centre, Swansea
16 th March	10.00am – 01.30pm	Committee Room 1, Civic Centre, Swansea

Since the introduction of the new anti-slavery law last year, prosecutions for human trafficking in England and Wales have increased. There has also been an increase in the trafficking of people for sham marriages.

The number of people trafficked as labourers or domestic workers now exceeded the number forced into sexual exploitation. There are an estimated 13,000 victims of forced labour, sexual exploitation and domestic servitude in Britain. Globally, forced labour generates an estimated \$150 billion in illegal profits every year, reported AFP.

We are at the same understanding stage of Human Trafficking as we were with domestic abuse a decade ago. There have been dramatic changes in the way domestic abuse is reported and handled. We can now learn from this field of work and fast-track people so they have a much greater understanding of the human trafficking and the extent of the issue in Western Bay.



Formative Evaluation Report 2015

Local Area Coordination in the Western Bay Area: Initiation Review

Pilot Site Study: Swansea

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Foreword

The Western Bay Local Area Co-ordination (LAC) Pilot programme is an implementation of an approach, novel to the region, supporting communities with focus upon local relationships and assistance rather than use of statutory services. To support this work, and inform key stakeholders of progress and early outcomes a formative evaluation is being undertaken. This report provides the first formal feedback from this evaluation process), with focus upon the setup activities and initial activities (Initiation) of the Local Area Co-ordinators within the Swansea area.

Further reports will develop the evaluation further as data are collected from the Pilot delivery phase, giving focus to outcomes and networks established within LAC communities. Update reports at December 2015 and March 2016 will assess progress in delivery and towards outcomes anticipated from this stage of the review. The formative evaluation will be completed with an 18 month report drawing together review of the Pilot phase.

Combined with reports for Local Area Coordination in Neath Port Talbot and Local Community Coordination (LCC) in Bridgend, ongoing monitoring and longer-term summative evaluation, this work is intended to support both practitioners in optimising delivery, and policy makers in potential future use of LAC and LCC in the Western Bay region and beyond.

Executive Summary

- Increasing demand due to demographic changes and funding pressures upon Health and Social Care are requiring stakeholders to re-examine approaches to achieving goals of supporting individuals and communities to lead full, active, healthy and engaged lives.
- Local Area Coordination (LAC), a concept pioneered in Western Australia in 1988 and delivered recently across the UK is a person-centric approach aligned with the ethos of co-production to help individuals lead a 'good life'.
- Previous implementations and subsequent evaluations of LAC, including within the UK, have validated the effectiveness of the approach for individuals and communities, together with potential short and longer-term financial benefits for stakeholders.
- Western Bay is coordinating a Pilot implementation of LAC and similar approaches across the region with activity underway in the three local authorities.
- Formative evaluation of the implementation is being undertaken by Swansea University, commissioned by Western Bay to support Pilot delivery and inform stakeholders of progress and implementation.
- The formative evaluation is being undertaken over a period of 18 months, with reporting update points at months 3, 6, and 9 of delivery, and a full report to be provided at the end.
- This Initiation Review report provides the first formal insight from the recruitment and initial delivery activities of the Swansea LAC Coordinators.
- The areas of St Thomas, Gorseinon and Sketty have been used as LAC Pilot areas, with three Coordinators recruited with involvement of their respective communities. The new Coordinators started on 1st June 2015
- A Leadership Group is providing a steering and coordinating function, with a dedicated Local Authority Implementation Manager responsible for delivery.
- Initial activity undertaken over the past two months has been progressing well, including community engagement identifying community assets and individuals for support.
- A case load is starting to develop with each of the Coordinators taking on cases which clearly fit with the nature of engagement suited to LAC.
- Initial key findings to date are;
 - The LAC model complements existing support services, though must be clearly understood as a medium-long term community resilience effort rather than risk being perceived as rebranding of social services.
 - The initiation of the project has progressed well, with a team of Coordinators making good progress within their respective communities.
 - LAC has the potential to make a valuable contribution to WB communities, with benefits already emerging from these very early stages of delivery.
- Initial recommendations to date are;
 - Continued commitment to the approach is important to optimise its shorter and longer-term impact, building trust and meaningful engagement for what is a long-term aim rather than a quick-fix.

- Strengthening of the role of the LAC Leadership Group through regular attendance and with expanded membership. This should include relevant emergency services and community members.
- Enhanced engagement of the third sector at the Leadership Group level to complement the strong links being forged by Coordinators at the operational front.

1. Introduction

1.1 The Challenge Faced

Traditional approaches to health and social care across the UK and Wales are struggling to address growing demand, exacerbated by the challenges of an ageing population, chronic disease and economic hardship, all set within a context of public sector austerity. The Western Bay region faces some acute manifestations of this challenge, particularly in its Communities First Clusters where socio-economic deprivation is greatest.

The continued pressure upon public services makes it a challenge to embrace opportunities to adopt new practice, especially while maintaining quality and safeguarding obligations for services upon which users are highly dependent. This apparent paradox makes innovation most intriguing, particularly where further resource is unavailable, demand is growing, and change difficult.

These challenges, and efforts to address them are not unique to Wales or the Western Bay region, and Welsh Government through the Social Services and Wellbeing (Wales) Act 2014 sets new obligations upon organisations to work collaboratively in supporting individuals. The identification, appraisal, tailoring and adoption of relevant effective approaches to collaboration is itself a challenge for organisations balancing concurrent priorities.

The following sections describe key aspects of this challenge, set in the context of the Act and Western Bay region.

1.2 The Social Services and Wellbeing (Wales) Act 2014

The publication of the Government white paper **Sustainable Services for Wales: A Framework for Action** (2011) highlighted a number of challenges faced by public services in Wales.

The White Paper called for greater freedom for individuals to decide which services they need while offering consistent, high-quality services across the country. However, it acknowledged that Social Services are not always in a position to help people live independent lives. Furthermore, it suggested that change would need to take place in a shifting demographic landscape, amongst increased expectations from those who access care and support; and against continuing hard economic realities.

Building upon the challenges highlighted in the White Paper, **The Social Services and Wellbeing (Wales) Act 2014** received royal assent in May 2014 and is expected to be fully implemented by April 2016. The intention of the Act is to transform services on a multilevel basis across Local Authorities and the NHS to meet individual wellbeing needs. This legislation encourages a greater focus on 'co-production' and the need for systems change without additional resource. It places emphasis on building community and individual resilience through person-centred approaches.

The implementation of this Act is a challenge to many Local Authorities across Wales, especially at a time of unprecedented budgetary cuts. Therefore, the ability to find innovative and impactful ways of working on a multi-agency level, underpin joint working and shared outcomes which are key components to systems change. Despite complexities around the alignment of policies, priorities and delivery, such partnerships make a valuable contribution. In addition, the role of service users must become the priority in the operation, quality and governance of agencies and the nature of their provision.

1.3 The emphasis on Co-production

Co-production has been defined as '*a particular approach to partnership between people who rely on services and the people and agencies providing those services*' (Hunter and Richie, 2007). It is a person-centred approach enabling a greater sense of autonomy, dignity and agency.

During the last two decades, partnership has become a continual theme across social policy, with an emphasis on formal and frequent long-term multi-agency partnerships. Such partnerships utilise the service provision of more than one agency and may cover mental health, community safety, housing providers and environmental sustainability.

Welsh Government has embraced co-production as a central tenet of its philosophy, giving new focus to the role and responsibilities of individuals for their own health and wellbeing¹.

1.4 The Act in Western Bay

The Western Bay Programme (WBP) was first established in 2012 with the aim of bringing cohesion and integration to health and social care services more effectively for the benefit of its service users and carers. Services and partners working in silos is no longer a sustainable option as identified by WBP. Therefore, the programme examines use of innovative approaches of supporting services which operate amongst changing demographics, in a challenging climate and face increasing demand.

WBP covers the local areas of Bridgend, Neath Port Talbot and Swansea and operates as a collaborative in the area of health and social care. Together with independent partners and third sector organisations it progresses this agenda in the context of the aforementioned Social Services and Well-being (Wales) Act (2014). With its implementation taking place in April 2016, the Act will have a profound effect on the way health and social care services operate in Wales. It places particular emphasis on collaborative approaches to the delivery of health and social care services with a view to reducing the escalation of people's needs for care and support. It also encourages person-centred approaches which give service users a stronger voice and greater control over the care that they receive². The Western Bay response to these duties involves emphasis on increased resilience and self-determination, supporting individuals to become healthy active participants in their communities.

¹ Social Services and Well-being (Wales) Bill, Approach to Implementation, Welsh Government, 2014

² The Social Care and Well-being (Wales) Act 2014, legislation.gov.uk/anaw/2014/4/contents, 2014

2. Local Area Coordination

2.1 Development and Context

Developed 27 years ago in Australia, Local Area Coordination (LAC) was formed in response to the urgent need to find new and innovative approaches for supporting people with learning disabilities and their families. Given the large rural expanse of Australia, supporting people to remain with their families and in their communities was for many integral to their vision of 'good life'. Since then Local Area Coordination has been adopted by areas of New Zealand and the UK. To date, (September 2015) UK Local Area Coordination has been implemented in England, Scotland, and Wales. In Wales and England, there are four sites operating (Derby City 2012, Thurrock 2013, Swansea 2015 and Isle of Wight 2015), three sites partly developed (Gloucestershire 2013, Cumbria 2009/10 and Leicestershire 2015), and three sites about to recruit (Derbyshire, Suffolk and Neath Port Talbot). Middlesbrough was the first area to start in England, but despite strong evaluation and recommendations to expand across the area, stopped in 2014 following a change in senior leadership. Local Area Coordination continues in Scotland, although with tailoring in design provided by the Scottish Government³.

These sites have implemented Local Area Coordination to address not only the needs of people with learning disabilities and their families, but people facing challenges in a multitude of ways. The approach involves a strong person-centred value base and operates as a single point of contact for those individuals and their families in the community. It has a 'slow-build' approach, investing in forging strong relationships with individuals, families, community and networks of stakeholders. It works to develop and enhance the capacity of communities for inclusion and resilience. It draws support from the community with the aim of enabling people to live a good life with increased choice and control. Furthermore, Local Area Coordination is attempting to drive system reform using 'small scale levers to create large scale change' (Hunter and Ritchie, 2007. p.20).

Local Area Coordination has an established evidence base of successful case studies and benefit/cost ratios from a number of different areas. All have different demographics, geographies, community dynamics, case-loads and leadership. However, the model thus far is able to demonstrate its comprehensive value to those Councils willing to engage with it. Section 2,2. presents an overview of LAC's core aims and principles of operation.

³ National Guidance on the Implementation of Local Area Coordination, Scottish Government, 2008

Having been subject to numerous evaluations and reviews, the evidence base stemming from these implementations indicates that LAC can achieve significant impact for the individuals, families and communities engaged. Further discussion of these reviews is included in section 2.4.

2.2 Local Area Co-ordination Aims, Ethos and Attributes

A useful summary of LAC, in the form used for the Pilot, is provided by Ralph Broad through the Centre for Welfare Reform publication, *Local Area Coordination: From Service Users to Citizens*⁴. Based upon seven core principles presented below, LAC aims to develop an inherent capacity within communities for individuals to support themselves, with formal services serving as backup rather than first order support.

LAC Principles

Citizenship – with all its responsibilities and opportunities

Relationships – the importance of personal networks and families

Information – supporting decision making

Gifts – all that individuals, families and communities bring

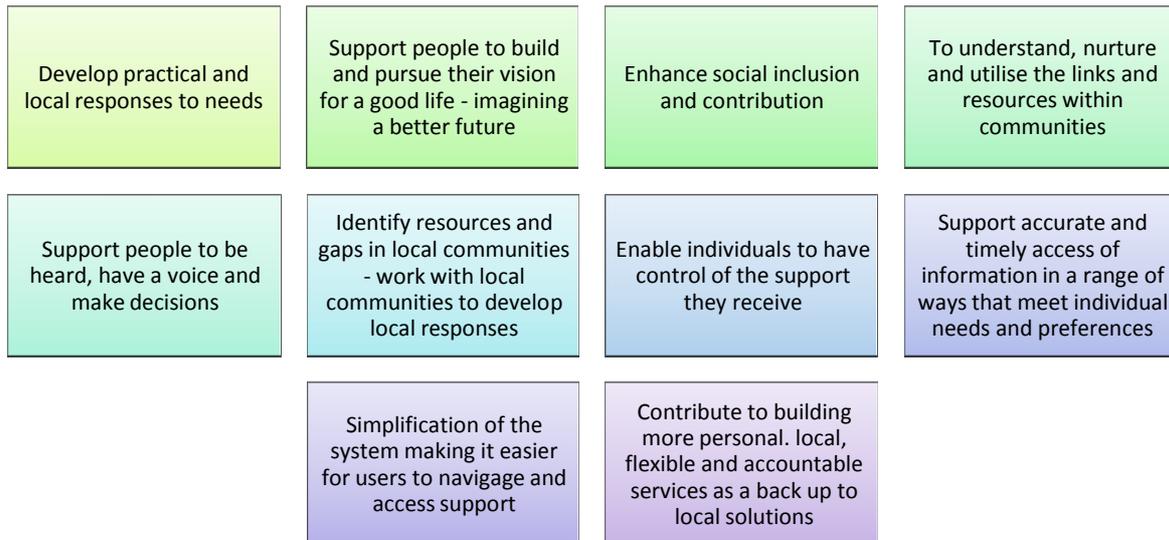
Expertise – the knowledge held by people and their families

Leadership – the right to plan, choose and control your own life and support

Services – as a backup to natural support

Local Area Co-ordination is multi-faceted and aims to achieve many different outcomes for the individual, their support network and the community. The ways in which LAC aims to achieve this is through ‘Coordinators’ charged with the following;

⁴ Local Area Coordination: From Service Users to Citizens, R Broad, Centre for Welfare Reform, 2012



The Ethos of the Model

The ethos of Local Area Co-ordination for the individual

Local Area Coordination postulates that every person should be able to lead their version of a 'good life', to make their own decisions and take their own risks.

Individuals can gain control over their lives when they have access to timely and accurate information which is accessible to them and their individual needs. Individuals have a greater sense of control and security when they are directly involved in decisions about their lives. Having a physical or mental disability should not prevent an individual visualising a good life and achieving it. The model stipulates that individuals and their families are the most appropriate to review challenges, changing needs and goals.

The ethos of Local Area Co-ordination for families and personal networks

Local Area Co-ordination determines that families are the most integral and consistent support system for the individual facing challenges. Such positive relationships often provide a basis for individuals to become an active part of family life, friendship groups and the community. Families often want what is best for the individual and therefore offer advocacy, positive leadership and safeguarding. Whilst services may be needed, families often have their own resources to help individuals pursue their vision for a good life. The model is predicated the belief that if people are supported to stay strong through the development of practical local solutions then both personal, family and community resilience grows.

The ethos of Local Area Co-ordination for the Community

Society is enriched and enhanced when people are given the opportunity to contribute their knowledge, creativity, skills and opinions. Every person has a contribution to make and there should be an awareness of people's talents and skills in order to maximise such opportunities. Community connectedness is essential for a good life. Having individuals and their families join the community not only provides additional support, but provides further opportunities for people to contribute. Services may offer additional support but they should complement the natural resources available to the individual.

Attributes of the Model

Local Area Co-ordination has the ability to drive positive outcomes across three key areas: Individuals and families; communities; and services and systems. Local Area Coordination encompasses the following components which makes the model different to other social and community-based initiatives. These are defined across the three key areas:

Creating, developing and maintaining social networks and informal support	Promoting better use of mainstream services	Utilisation of local resources and networks, not dependent on budgets and allocation of funds	Consideration of the needs of the family and the social context
Inclusive of all ages and disabilities	Focuses on the skills, resources and competencies of the community and the individuals	Clear values and a set of principles underpinning all decisions and actions	Impact across individuals, families, communities, systems reform and systems change
Very Localised, offering a 'light touch' to inform, advise and connect people, places and services	Takes time to build trusting long-term relationships with individuals, families and communities	Helps individuals build a vision for their version of a 'good life' and support them to find practical solutions	Focus on resilience across individuals, families and the community
Focus on non-service solutions wherever possible	A combination of traditionally separate roles, delivered in the community alongside local people in partnership with community	Embedded in both the community and the system	A focus and expectation to drive reform, systems change and potentially cultural change with joint working

However, despite its focus on helping people and communities to build self-sustaining solutions and high levels of resilience, Local Area Co-ordination takes the position that all partners are highly valued and joint working leads to a shift in the way services and organisations work together to achieve shared outcomes. Third sector partners are particularly valued as well as such initiatives as Time banks, faith groups, organically occurring groups and associations, micro enterprises, statutory partners and local companies.

2.3 The Role of the Local Area Coordinator

According to the Centre for Welfare Reform publication, *People, Places and Possibilities*⁵, the role of the Coordinator is essentially an integration of 'a range of roles that have often been kept separate, and it delivers these alongside local people in their local community. The Local Area Coordinator is based locally and acts as a single, accessible, point of contact for people in their local community, irrespective of age or service label'.

Underpinning the 'Slow-build' approach is the gradual development of trusting relationships with individuals, families and communities. There are no pre-determined responses or timelines to adhere to. The number of people they support will usually be in the region of 50-65 and may involve long-term support through to a 'light touch' encounter. Many of these tend to be people not known to services, at risk of becoming dependent on services or wishing to reduce service use and gain independence. This is not to say that services do not play an important role and aren't a necessity but for some, indeed Local Area Coordinators are encouraged to work alongside existing services, specialist services and external organisations to navigate the best path for the individual. Local Area Coordinators support others by helping them to:

- Understand and nurture their gifts, skills, experiences and needs
- Access accurate, relevant and timely information
- Build a positive vision and plan for the future
- Build and maintain valued, mutually supportive relationships
- Be part of, and actively contribute to community life
- Help people be heard – encouraging self advocacy, advocating alongside people or advocating for people if there are no other options
- Find practical, non-service solutions to issues and problems wherever possible
- Access, navigate and control supports and services, if these are required

People, Places and Possibilities (2015)

Through the work of the Coordinator, individuals and their families are encouraged to:- reflect on what their vision of a 'good life' might look like; to explore ways of progressing; consider their own attributes and those of their support network and community; and to see themselves as part of a wider community.

The ethos of LAC and role of the Coordinator demonstrate that the approach is distinct and complementary to existing support services. Rather than a rebranding of existing efforts, it is important for LAC to be understood as a distinct complementary approach.

⁵ People, Places, Possibilities; Progress on Local Area Coordination in England and Wales, The Centre for Welfare Reform, 2015

Finding

The LAC model complements existing support services, though must be clearly understood as a medium-long term community resilience effort rather than risk being perceived as rebranding of social services

2.4 LAC Evidence Base

Since its inception in Western Australia in 1988 and more recent application in the United Kingdom, LAC has been subject to numerous evaluations and reviews. Increasing pressure on public services in the face of resource pressures have led to greater interest in innovative community-based approaches to reducing service demand. This section presents considerations from recent relevant reviews which are helpful in informing this evaluation process.

Recent evaluations of LAC implementation in Middlesbrough⁶ and Thurrock⁷ have found LAC to be effective in engaging with individuals and communities, and effecting positive change. Both studies present a rich portfolio of stories demonstrating real improvement in people's lives while also identifying positive impacts in avoided resource requirements for public services.

Implementation of LAC in Scotland, another devolved nation, provides useful insight, where extensive delivery (some 58 Coordinators working in 24 of 32 local authority areas during 2008) has provided particularly useful insight. Evaluation⁸ findings included validation of key LAC aims of;

- Enabling Greater Choice
- Increased Family Capacity
- Increased Community Capacity
- Individuals and families, through networks established by the Local Area Coordinator, mutually supporting each other

The 'spend to save' benefits identified in implementation of LAC in Scotland demonstrate how preventative action leads to reduced longer-term costs. Although this suggests increased initial expenditure, this insight also found the approach to be cost-effective, with each coordinator able to work with meaningful numbers (~60) of individuals in their communities.

A clear theme emerging from all of the above is that LAC is not an immediate panacea. While it can rapidly deliver benefits to individuals and families, it is the longer-term impact which is of most interest. The relationships developed by Coordinators must be allowed to embed and become community resilience which develops to the sustainable 'mutual support' identified in Scotland. This underlines the importance of strong leadership providing the patience and long-term commitment required to see implementation through the potential whims and turbulence of political and planning cycles.

⁶ Evaluation of Local Area Co-ordination in Middlesbrough: Final Report, Peter Fletcher Associates, 2011

⁷ Local Area Coordination, Fourteen month evaluation report, Thurrock Council, Inclusive Neighbourhoods, 2014

⁸ National Guidance on the Implementation of Local Area Coordination, Scottish Government, 2008

The above evidence base provides an important reference point for the WB Pilot, demonstrating that effective implementation can bring real benefit.

Recommendation

Continued commitment to the approach is important to optimise its shorter and longer-term impact, building trust and meaningful engagement for what is a long-term aim rather than a quick-fix

A broader Rapid Evidence Assessment was undertaken of the evidence base with a summary of findings tabled below, with a breakdown and referencing of reports utilised presented as an Appendix.

Recurrent positive themes identified in evaluations and reviews of UK LAC implementations include clear ambitions for;

- 1. A personal service that helps individuals build new relationships, overcoming isolation,**
- 2. Finding non-service solutions which are sustainable, low cost or at no cost to resolve identified issues and target achievements,**
- 3. Providing practical solutions to problems, assisting people to use local and personal networks,**
- 4. Helping people speak up, be heard and be in control of their lives by being their advocate,**
- 5. Providing timely advice and information,**
- 6. A collaborative approach identifying local community resources non service solutions,**
- 7. Reversing the current system from being crisis led to individually led with clients identifying what is their vision for a 'good life' thereby giving an individualised approach to their identified needs,**
- 8. Advantageous to community and other support sectors by sharing resources, learning, knowledge and skills.**

Challenges, including operational issues identified in LAC implementation in Scotland included;

- 1. Difficulties in the implementation, operation and expectations of LACs in Scotland acknowledging that the issues identified in the Short Life Working Group on LAC (SLWG, 2002) do not appear to have been completely addressed,**
- 2. The need for standardised pay scales for LACs,**
- 3. LAC should be extended to include all age groups and people with all types of impairment and or mental health issues,**
- 4. The findings also suggest the need for the Scottish Executive to issue updated guidance on the implementation of LAC in Scotland.**

Examination of LAC implementation in Middlesbrough provided the following considerations, suggesting that LAC should be;

- 1. Funded on a long term basis**
- 2. Extended across Middlesbrough**
- 3. Part of the front end for adult and children 's social care service**
- 4. LAC and personalisation / self-directed support**
- 5. There ought to be a greater emphasis on building community capital**
- 6. Funded for building community and individual capacity**
- 7. Building better links with the NHS**
- 8. Providing information and advocacy**
- 9. Increasing the capacity of the service**
- 10. Developing new ways of working across the council.**

Also, Glasby, Miller and Lynch 2013, (Turning the welfare state upside down? Developing a new adult social care offer, provide the following useful considerations for the future of LAC;

- 1. Work with current staff to ensure that they focus on social capital and community resources rather than deficits and limitations.**
- 2. Changes to social work education and workforce development so that future practitioners are trained in new ways with a more explicit community focus.**
- 3. Pay attention to the practical impact of new models so that they are not only intellectually coherent but work in practice.**
- 4. Viewing social care spending as a form of social and economic investment.**
- 5. Linking social care to economic development and encouraging new providers to pioneer asset-based approaches.**
- 6. Investing time and money in understanding local communities and how best to engage them.**
- 7. If necessary, reversing previous changes that have centralised support or taken resources away from working with local communities.**
- 8. Working with NHS partners to explore joint funding arrangements and to develop new approaches to identifying and supporting people with complex needs at risk of hospital admissions.**
- 9. Mindful of the emerging national settlement while contributing new local approaches to national debates.**

Evaluation of LAC activity in Thurrock identified the following effects and future work;

- 1. Individuals reported reduced calls and visits to Accident and Emergency Departments and General Practitioner practices as individuals felt supported and felt 'stronger' (pg. 17).**
- 2. LACs attended multidisciplinary team meetings at General Practitioner practices' offering alternative solutions to help people manage their own health care needs.**
- 3. Supporting individuals to organise meetings to coordinate the support they are receiving, helping them to help themselves.**
- 4. Financial benefits have been reported in relation to LACs working in the community.**
- 5. Early input response for people with mental health needs**
- 6. Supporting people who have declined conventional services.**

Future work following on from this report includes:

- 1. Funding for longer term implementation**
- 2. Joint working with other partners with the model being strength based and not deficit based.**
- 3. National evaluation of LAC**
- 4. Expanding the service to all citizens irrespective of age.**
- 5. Linking in with development in the community and asset mapping.**
- 6. Whether the LACs roles can prevent crisis by working with other health professionals**
- 7. Micro-enterprises viewed both as a prospect for people working with LACs and the wider community.**

3. The Inception of Local Area Co-ordination for Swansea

Western Bay's mission is to progress social care and health integration and encourages collaboration where there is value to be added. It aims to identify programmes of change, priorities for the sector and opportunities for joint working. It currently has three key areas it oversees:-

- Services for older people
- Prevention and wellbeing
- Contracting and procurement

Western Bay identifies service improvements, better outcomes as a result of Collaborations across Social care and health agendas.

3.1 Local Area Co-ordination as an Approach for Swansea

The prevention and wellbeing agenda was already identified as a priority for Western Bay as well as services for older people with complex needs. It was evident there needed to be early intervention across these areas before individuals reached crisis point. This was further reinforced by the emergence of the new Social Services and Wellbeing (Wales) Act 2014 which placed a lens on prevention and highlighted co-production and community resilience as a solution.

Local Area co-ordination (LAC) was an approach which fitted with the prevention and wellbeing agenda and had come to the attention of the Local Authority after staff members attended a conference which discussed the LAC model and its impact. Swansea Council proposed the adoption of the model to the Western Bay Programme and subsequently secured funding for the approach to be piloted across the three Western Bay areas.

Currently, there are two different sources of funding for the LAC programme in Swansea. Sustainable Swansea funds the Co-ordinators through their Prevention Fund and as part of the Council's strategic programme. Western Bay use Welsh Government funding allocated to the Regional Collaboration Fund (2014/15) and the Delivering Transformation Grant (2015/16) to fund the Implementation Managers post and an expert advisor from Inclusive Neighbourhoods. Through interview, the following challenges and opportunities were identified:

Challenges for this approach identified by Western Bay staff include:

- The Model not only requires support and commitment at a senior level but also at a grassroots community level. The message of Local Area Co-ordination needs time to permeate both
- Funding – Local Area Co-ordination is a long-term solution whilst grant funding cycles remain relatively short. The benefits of the model will take time to cultivate and quantify.
- Interpretations of the Model vary making it difficult to compare and contrast for evaluative purposes.
- The life cycle of Leadership change can be a detrimental to sustainability. With every change, buy-in and understanding of Local Area Co-ordination is required.
- Perception and Misperception - The response from some who believe that Local Area Co-ordination is no different to other social care and wellbeing initiatives or alternatively, see it as a threat to their future employment.
- It is evident that some do not fully understand the model but this may be because it has not had time to gain significant visibility.
It is important to acknowledge that the design of this approach takes time to become embedded and build a sustainable presence.

Opportunities for Local Area Co-ordination identified by Western Bay staff

- The development of case studies and further evidence base
- Tangible benefits
- Political Champions
- Finding the fit and relevance for other facets of the Western Bay agenda such as Services for Older People and with Local Area Co-ordination at the front end with other service delivery
- Engagement with the local health and wellbeing Hubs, complementing their remit
- A strong Leadership group who can unlock barriers and get things moving, be politically engaged and push for strategic direction and identify funding streams

The City and County of Swansea Context

Swansea is the second largest city in Wales and has a population of 241,000⁹, projected to grow to 270,000 by 2036 with a disproportionate increase in the number of individuals aged 65 & over¹⁰. It is also a diverse city with growing student and ethnic populations. The population of the neighbouring WB local authority area of Bridgend is also projected to grow strongly, while that of Neath Port Talbot is projected to remain relatively level over the same period.

While life expectancy by local authority may present a broad averages of 75-80 years¹¹, the quality of life and life expectancy vary greatly from area to area within the city region with up to 23 years difference in healthy life expectancy between most and least deprived areas¹². The combination of health and socio-economic challenges within deprived areas have made them the focus for interventions including Communities First¹³.

Services within the city are subject to ever growing demand. Last year saw 10,000 individuals including approximately 500 adults receiving support commissioned or directly provided by Swansea Council¹⁴. However, the ability to identify and reach all those with existing or (particularly in the case of preventative interventions) emerging needs is limited. At a UK level it is estimated that amongst older people there would be an additional 26 percent more service users if 'moderate' needs were used as an eligibility threshold¹⁵. This estimate was established at a time before eligibility criteria were tightened, further exacerbating the challenge of increasing need outside of council provision.

This scale of delivery underlines the challenge faced within the region, and the importance of preventative actions that preserve valuable resources for those with greatest need.

⁹ Mid-Year Estimate 2014, www.swansea.gov.uk

¹⁰ Population and Household Projections, Briefing Note, Welsh Government, 2011

¹¹ Life expectancy by local authority and gender, StatsWales, Welsh Government, 2015

¹² Measuring Inequality, Trends in mortality and life expectancy in Swansea, Public Health Wales Observatory, 2015

¹³ Communities First Clusters and Communities, City and County of Swansea, www.swansea.gov.uk/communitiesfirst

¹⁴ Annual Report 2014, Director of Social Services, City & County of Swansea

¹⁵ PSSRU 2010 research cited, Care in Crisis 2014, Age UK, 2014

3.2 Swansea Pilot Areas

The original criteria for selecting the areas were as follows:

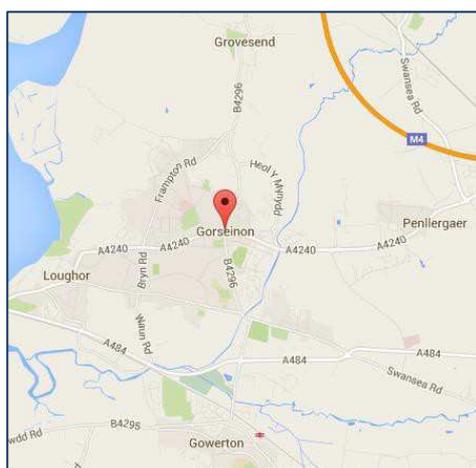
- The areas should be socio-economically and culturally different.
- The population in each needs to be between 10—15,000 as per the LAC model.
- There must be a learning area in each of the three network hubs (North, West and Central).
- There should not be any other major developments taking place in the area as this might cause difficulty in evidencing the effects of Local Area Coordination.
- There should be an awareness of the Welsh speaking population.

In practice this was a complex task. For example, ideas vary about which communities are naturally aligned; these may be based purely on geography rather than Ward boundaries and so the areas may straddle these, making statistical information difficult to aggregate.

Another complication is that it is difficult to completely avoid major developments, such as Communities First areas, when drawing up the learning areas since these programmes often operate in parts of the very socio-economic and culturally diverse communities that the local authority wished to include. The role of the Leadership Group is important as it will draw on its own knowledge about the make-up of various communities to inform decision making and further expansion of the programme.

Three areas were agreed upon were as presented below and overleaf;

Gorseinon (Swansea East)



Local Area Co-ordination in the Gorseinon area, also covers the communities of Loughor, Kingsbridge and Garden Village.

This area has a population of 15,420

Demographics: Communities with a Welsh speaking population

St. Thomas and Bonymaen (Swansea East and a Communities First area)

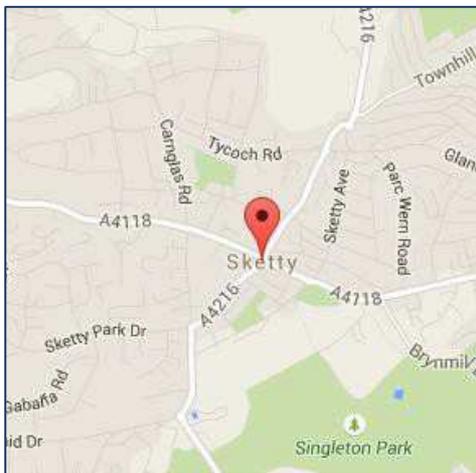


Local Area Co-ordination in the St. Thomas and Bonymaen area also covers Port Tennant, Danygraig, Pentrechwyth, and SA1 Waterfront.

This area has a population of 14,410

Demographics: Communities First East Cluster in St. Thomas, Port Tennant, Bonymaen

Sketty (Swansea West)



Local Area Co-ordination in the Sketty area covers Sketty Park, Derwen Fawr and Tycoch.

This area has a population of 15,420

Demographics: Communities First (South Cluster) in Sketty Park

4. The Formative Evaluation Framework

4.1 Framework Development and Aims

As described in Section 2, LAC as an approach to personalisation, capacity building and social care reform has been studied and evaluated significantly since its inception in Western Australia in 1988. Evaluation of LAC has followed its transfer of the approach to a UK context both at national/regional level in evaluation of its implementation in Scotland¹⁶, together with more recent reviews of pilot implementation in English local authorities of Thurrock¹⁷ and Middlesbrough¹⁸.

Rather than revisiting the principles of LAC, this evaluation focuses on the effectiveness of its implementation in the pilot areas and seeks to use a novel research approach in understanding its deployment and operation.

The WB LAC Pilot Evaluation has been developed as a partnership between Western Bay, Swansea University's College of Medicine, and the Local Authority partners delivering the activity. This partnership approach has been adopted to embed research, monitoring and evaluation into the LAC activity thereby allowing deep insight into the work whilst also making effective use of resources.

The formative evaluation key components and aims are assessment of;

- Project design and implementation
- Outcomes at the level of individuals, families, community and system
- Benchmarking processes and achievements
- Recommendations for future development and expansion

As the LAC pilot is at an early stage, this formative evaluation is intended to support the development and implementation of the activity, and to lay a foundation for ongoing evaluation as intended benefits are pursued. The remainder of this section outlines the context, aims and approach adopted for the evaluation.

The formative evaluation framework, presented on the following pages was drafted in December 2014 by the University as a result of discussions with Western Bay partners to support its stakeholders in assessing effectiveness of LAC rollout across the region. The Institute of Life Science

¹⁶ Evaluation of the Implementation of Local Area Co-ordination in Scotland, Scottish Executive, 2007

¹⁷ Local Area Coordination: Fourteen month evaluation report, Thurrock Council, 2014

¹⁸ Evaluation of Local Area Co-ordination in Middlesbrough, Peter Fletcher Associates, 2011

(ILS) Scientia research group was engaged to undertake the research and evaluation work in February 2015.

It was agreed that the first stage of the evaluation be completed and submitted by early September 2015 in line with the Local Authority planning cycle. The LAC Pilot study commenced on 1st April 2015 and continues to date (September 2015). This interim report presents findings for the period to until August 2015 with update reports at 6 and 9 months which will assess progress in delivery and towards outcomes anticipated from this stage of the review. The formative evaluation will be completed with an 18 month report drawing together review of the Pilot phase in each of the three Western Bay Local Authority areas.

4.2 Framework Elements

The WB LAC Pilot Evaluation involves a number of elements which build up over time to provide the overall Evaluation. Each element of this mixed method approach contributes to developing this picture throughout the stages of the evaluation, as presented in the next section. The remainder of this section outlines each of the elements, describing its contribution and the activity involved.

Expert Panel

Development and implementation of LAC since its inception in 1988 had created a wealth of expertise and experience amongst practitioners and researchers, not least in Ralph Broad of Inclusive Neighbourhoods who is supporting the WB LAC Pilot in Swansea and Neath Port Talbot. The evaluation aims to make use of this expertise to assess effectiveness of delivery at key stages through interview and review drawing upon data collected through each of the research elements.

Stakeholder Interviews and Focus Group

The effective engagement of key stakeholders during development and initial delivery is important for the successful delivery of the LAC approach. The review will interview each stakeholder at key stages to assess their expectations and involvement in the Pilot, together with a mapping of relationships with other actors (see also Network Mapping below).

Network Mapping

Effectiveness of co-ordination is dependent upon the successful engagement and tangible activity driven through individuals and organisations involved in delivering personalised support. A Network and Relationship Science approach will map the development and activity of LAC across the network of individuals and organisations in working together towards common objectives. The development of this LAC-involved network across the region in terms of linkages, activity and sustainability will be important in realising the LAC approach.

Beneficiary/360/Community Interviews & Case Studies

As LAC interventions are personalised and therefore have scope for significant variation, the context, requirements, activity and outcomes of a sample will be followed through with in-depth interviews with beneficiaries and those around them. These will be used to develop case studies from which impacts can be assessed. These will be initiated through emerging stories prepared from case notes of the individual coordinators.

Quantitative Outcomes Review

As LAC is intended to make more effective and efficient use of pressured resources, the insight gained from the previous research elements will be used to identify and quantify benefits. Using baseline data for costs avoided/incurred, the evaluation will aim to determine impacts for the case studies. Working with key stakeholders and the Expert Panel, scenarios will be considered as to how they may extrapolated across the wider community. This will be established over time, with early stages of the evaluation process working to identify potential benefits, with the final report providing a combined picture of the financial impact achieved.

The following table presents how these methods are combined to deliver against the aims and provides a framework for both Formative and Summative evaluation.

4.3 Evaluation Framework Summary

	Formative Evaluation Phase		Summative Evaluation Phase	
Evaluation Theme	Pre-Deployment	Deployment	Ex-ante	Ex-post
Process / Design	<p><u>Objective:</u> Appraise plan/design against LAC principles</p> <p><u>Method:</u> Review local and published international practice</p>	<p><u>Objective:</u> Review deployment of LAC in pilot areas</p> <p><u>Method:</u> Expert Panel Review using Network Mapping data (Delphi)</p>	<p><u>Objective:</u> Review delivery of LAC approach in pilot areas</p> <p><u>Method:</u> Stakeholder Interviews including target beneficiaries and LAC and Expert Panel Review using Case Study Vignettes</p>	<p><u>Objective:</u> Review LAC implementation and effectiveness</p> <p><u>Method:</u> Expert Panel Review of combined data</p>
Outcome	<p><u>Aim:</u> Define KPIs and Assess Expectations</p> <p><u>Method:</u> Review Leading Practice Stakeholder Interviews</p>	<p><u>Aim:</u> Review activities against potential for KPI progress</p> <p><u>Method:</u> Stakeholder Interviews</p>	<p><u>Aim:</u> Review progress with KPIs for pilot areas and</p> <p><u>Method:</u> Stakeholder Interviews including target beneficiaries and LAC and Expert Panel Review using Case Study Vignettes</p>	<p><u>Aim:</u> Review achievement against KPIs</p> <p><u>Method:</u> Case Study vignettes with quantitative evidence and Expert Panel Review</p>
Individuals	<p><u>Objective:</u> Capture Requirements/Expectations</p> <p><u>Method:</u> Semi-structured Interviews</p>	<p><u>Objective:</u> Measure engagement</p> <p><u>Method:</u> Semi-structured Interviews or survey</p>	<p><u>Objective:</u> Measure support</p> <p><u>Method:</u> Case Study vignettes from follow-up interview</p>	<p><u>Objective:</u> Measure outcomes</p> <p><u>Method:</u> Case Study vignettes with quantitative evidence</p>

Families	<p><u>Objective:</u> Capture Requirements/Expectations</p> <p><u>Method:</u> Interviews by Coordinators</p>	<p><u>Objective:</u> Measure engagement</p> <p><u>Method:</u> Interviews by Coordinators</p>	<p><u>Objective:</u> Measure support</p> <p><u>Method:</u> 360 style interview case studies</p>	<p><u>Objective:</u> Measure outcomes</p> <p><u>Method:</u> Case Study vignettes with quantitative evidence</p>
Community	<p><u>Objective:</u> Measure LAC Absorptive Capacity</p> <p><u>Method:</u> Local Network Mapping (Density)</p>	<p><u>Objective:</u> Measure LAC engagement</p> <p><u>Method:</u> Local Network Mapping (Density) developed through survey</p>	<p><u>Objective:</u> Measure LAC activity</p> <p><u>Method:</u> Local Network Mapping (Activity) developed from survey and case study data</p>	<p><u>Objective:</u> Identify LAC structural impact</p> <p><u>Method:</u> Local Network Mapping (Density, Connectivity and Activity) changes</p>
System	<p><u>Objective:</u> Define LAC Ecosystem</p> <p><u>Method:</u> Local Network Mapping (Connectivity)</p>	<p><u>Objective:</u> Measure LAC Ecosystem Engagement</p> <p><u>Method:</u> Local Network Mapping (Connectivity)</p>	<p><u>Objective:</u> Measure System LAC Involvement</p> <p><u>Method:</u> Local Network Mapping (Activity) developed from survey and case study data</p>	<p><u>Objective:</u> Identify LAC structural impact</p> <p><u>Method:</u> Local Network Mapping (Density, Connectivity and Activity) changes</p>
Benchmarking	<p><u>Objective:</u> Identify leading/good practice</p> <p><u>Method:</u> Review of Leading Practices/Practitioners</p>	<p><u>Objective:</u> Measure LAC Ecosystem Engagement</p> <p><u>Method:</u> Local Network Mapping (Connectivity)</p>	<p><u>Objective:</u> Review support performance against expectations</p> <p><u>Method:</u> Expert Panel Review using Case Study Vignettes</p>	<p><u>Objective:</u> Review impact of LAC pilot activities</p> <p><u>Method:</u> Expert Panel Review of combined data</p>

5. The Leadership Group

5.1 Group Role and Membership

Previous evaluations and the LAC model have shown the role of the leadership group to be integral to the successful sustainable progress of LAC (Scotland, 2007; Derby City, 2012; Middlesbrough 2012; Thurrock, 2013). The Swansea Pilot has established this group including the following representation:

- Councillors and Cabinet Members providing community perspective
- Implementation Manager for LAC in Swansea
- Projects Manager for Western Bay
- Assistant Director Swansea Council for Voluntary Services (SCVS)
- Representative from the ABMU Health Board
- Disability Development Officer (SCVS)
- Local Authority Housing Services
- Local Authority Adult Social services
- Local Authority Poverty and Prevention
- Local Authority Child and Family Social Services

Through interviews and a facilitated workshop, the evaluation work has drawn upon the Group to define expectations, opportunities and challenges, and anticipated activities of the LAC Coordinators.

The Group clearly identified LAC as being an opportunity for more productive and collaborative local working within communities. The scarcity of resources was seen as a major challenge and threat. Communication across the third sector was also regarded as a further issue in ensuring efficient use of resources and avoidance of duplication of effort.

“We’re not evaluating the concept, we know it works. For me it’s about the Leadership driving reform through Local Area Coordination, a strong functioning group driving the future. All colleagues, all connected makes us stronger”

Ralph Broad, Inclusive Neighbourhoods
addressing the Swansea Leadership Group, July (2015)

5.2 Group LAC Ambitions

The Group was engaged to identify their short (first year), medium (18-24 months) and longer-term (year 3 onwards) ambitions for the LAC Pilot activities in Swansea. The following sections outline these objectives and activities with reference where appropriate to insight from this current and subsequent stages of the evaluation.

Short-Term

Initial expectations for the LAC Pilot are familiarisation and engagement with their respective communities. Alongside the establishment of administration such as record keeping systems, it is also anticipated that a case load would start to develop as engagement leads to immediate demand and activity. The importance for initial activities to identify and highlight success stories to build momentum was emphasised, with improved quality of life outcomes the key consideration.

Subsequent sections will show that good progress is already being achieved against all of the above, with community assets being engaged and participant stories already evolving.

Medium-Term

Building on some quick wins in the medium term to catalyse further progress was identified as a way of increasing momentum. By the medium-term, it is hoped that Coordinators will be well-established within their communities, drawing on increasingly dense networks. Developing co-production as the default approach to addressing challenges was perceived as the focus for activities through to the medium-term, with Coordinators drawing upon a deep understanding of individual and community needs.

The pooling of resources and creation of solutions within communities should be clearly established as the modus operandi by this point with a changing though steady level of case-load.

Longer-Term

Capacity building within communities to provide mutual support amongst individuals and families was a core LAC ambition of the group for the longer-term. The ability of communities to have greater internal engagement, preventing and addressing issues through local assets as a norm, rather than through public services is the ultimate collective aim. Achieving a culture shift from paternalistic statutory services towards more self-sufficient communities was anticipated as the focus of Coordinator efforts through into the longer-term.

This perspective is particularly encouraging, as it clearly shows LAC being perceived by all as a longer-term transformation rather than simply immediate additionality for social services. The network mapping element in further stages of this evaluation will give particular focus to whether this capacity is being developed and utilised.

In light of these ambitions, the feedback from wider stakeholders, and the review of prior LAC implementations, it is clear that the strength and engagement of this Leadership Group is critical for success. Therefore maximising this engagement at the earliest possible stage will help build the most effective partnerships.

Recommendation

Strengthening of the role of the LAC Leadership Group through frequent attendance and commitment to regular meetings, with expanded membership potentially including relevant emergency services and community members.

Recommendation

Enhanced engagement of the third sector at the Leadership Group level to complement the strong links being forged by Coordinators at the operational front

5.3 Implementation Management

Critical to the programme is the role of the Implementation Manager to establish and oversee the start-up, recruitment, training and ongoing development of the programme and to play a key role in the engagement with stakeholders, external and internal services, agencies and organisations.

The Implementation Manager, drawn from CCS Social Services was recruited into the role in November 2014 to begin the set-up of the programme in Swansea. From interview undertaken in this review, it is clear that the individual involved has a clear understanding and commitment to the LAC ethos and approach. The manager has been responsible for overseeing recruitment of the Coordinators and initial delivery activities.

This section presents insight gained from the UK Implementation Managers' Forum, together with findings from in-depth interviews with the Swansea Pilot Manager.

Recurring themes around implementation as discussed by Local Area Co-ordinator managers from across the UK (May, 2015).

The managers from across the UK convened in May 2015 to share the successes and challenge they had encountered during the implementation and scale out of Local Area Co-ordination. Many themes were shared amongst several or all managers:

External Partners

- Boundaries remain vague or confused at times amongst Coordinators and other agencies
- Third sector have taken time to engage but are extremely valuable partners once on board
- Fire and police services also proven important partners for Local Area Co-ordination
- 'Professional friends' are a constant and significant challenge
- Great support from faith groups

Funding

- Funding an issue across local authorities, strong evidence base is a must.
- Funding cuts have raised concerns about the scope of LAC and whether it might put other teams in danger of redundancy
- Constant pressure of budget constraints
- Salary is important for attracting the right people to the Coordinator's role and retaining them. A high staff turnover would be detrimental to the success and growth of LAC

Leadership

- Steering group/Leadership groups integral to success and sustainability of LAC
- The programme needs understanding and buy-in from those at a senior level
- Important for the Leadership group to convey the model to colleagues, areas of their work and seniors.

Communication

- Difficulties with language, terminology, labels - these are a constant challenge
- Many in the councils now understand and appreciate what Local Area Co-ordination is but it has taken some time and repeating of the message.

Scaling the Model

- The new Social Services and Wellbeing Act has had a positive impact to date
- Model certainly works but how do you expand it rapidly

An interview was conducted with the Swansea Implementation Manager for Local Area Coordination in September (2015) to review how the implementation process was progressing. The responses are redacted, however the salient points are presented with additional comments from the researcher after cross-comparisons with interview data from Western Bay and the new co-ordinators

Question	Implementation Manager	Researcher Comments
Inception of LAC for Swansea	We already had Community Connectors but knew we wanted to do more around prevention. Several models were researched and LAC was favoured. It had a structure, it seemed solid, it moved us away from the usual way we'd been doing things and supports reclaiming the social work agenda.	The Community Connectors initiative has paved the way for LAC and highlighted the need for greater coverage
Background and relation to LAC	I currently manage the Community Connectors. I started doing work on Co-production and working with people is the bit I loved. LAC is what I thought Social Work would be. I also knew how to project manage and set up. It was an opportunity to get away from theory and do the practical. The ultimate driver for me is knowing you can make a difference.	Both Coordinators and Implementation Manager mention the return to interfacing significantly with people as a primary objective and appeal of the role. Furthermore, the opportunity to make a positive impact is also echoed by both parties.
Challenges for Implementation	<p>Changes at senior management level and then trying to demonstrate to the next people that this is a good thing. Without senior level buy-in it goes nowhere. It's a big challenge.</p> <p>Recruitment – Going through HR especially when it's a different format of recruitment. It was also a lot of work to get the community members together to be on the interview panels. SCVS were brilliant because the organisational elements were difficult.</p> <p>Getting the Leadership Group to do the work, to share LAC with their networks and raise the profile.</p> <p>Getting into the Hubs to build the message.</p> <p>Recording data of who we are engaging with – questions around is it really representative?</p>	Change at Senior Management level is also an issue mentioned by previous evaluations and Western Bay. Raising the profile of LAC is also a key issue for buy-in, engagement and sustainability. Accurate and effective data recording is recurring theme mentioned in the Coordinator responses.

Question	Implementation Manager	Researcher Comments
Early responses to LAC	It varies from really positive responses, for example some of the Councillors who really get it and champion it through to 'seen it all before' and 'how is this going to work?' from some colleagues. The public get it (the model) straight away. Some professionals do seem suspicious of it and it has been described as a 'cult' - it has its own language etc.	Once again Councillors are mentioned as a key support for the model. The mention of LAC being a 'cult' like entity is also reflected by Coordinator 'A' . There are themes around communicating and understanding the model for colleagues, services and some external entities.
Additional support for LAC	Community members have been incredible, Councillors on the whole have been brilliant and many connecting us up. Some GP's but it's a work in progress, the libraries, Child and Family Team and Supporting People have been great with practical support.	GP's and particularly Practice Manager's have been cited as a useful asset for LAC. As mentioned by all 3 Coordinators, the libraries are a key source of support
Perceptions of LAC	That it's like every other community and social working initiative out there, that it has restrictions around age and client group, that it's just like what they do.	This sentiment is echoed by the Coordinators and in an interview with Western Bay
Role of the Leadership Group	To shape what we do but critically, to promote LAC in their own forums. They must have a strong understanding of LAC to do this. They are also there to question it and provide contacts to progress and support funding efforts. They are there to provide their knowledge and expertise to enable us to do it well.	Emphasis on the importance of having a strong and committed Leadership Group
Training - what was effective?	Ralph was integral. Going to meet other Managers from LAC sites in the UK was also very useful.	As with all 3 Coordinators, Ralph's support and contribution at this stage is viewed as critical to the training period.

Question	Implementation Manager	Researcher Comments
Training needs	There's something missing about the practical side, but we are learning on the job. It's missing 'lone working', maybe some more 'safeguarding' but we don't want to be completely risk adverse and 'bereavement'.	Coordinator 'B' also mentions 'Safeguarding' . Coordinators 'A' and 'B' both have Tier 2 cases with bereavement at their core.
Helping LAC in the Short term	Having stories of success but it's only been three months. Having publicity and getting the right message across Having and maintaining buy-in from senior management Having representation from health on the Leadership Group as well as Police and the Fire Service.	Stories- The value and impact of stories is integral to the evidence base for LAC in Swansea. Publicity -The use of Social media as mentioned by all 3 Coordinators may assist getting the message out there Buy-in - Western Bay also recognise the importance of senior level buy-in Leadership – Widening the membership of the Leadership group to include important services such as Fire and Police have previously been evidenced by other pilot sites
Additional Comments	I feel fortunate in that I've been given the space to project manage and implement LAC in the way it was designed. We've been allowed to get on with it.	Being given autonomy to develop in the role was also touched upon by all 3 Coordinators. Coordinator A also felt that remaining true to the original model design was important.

5.4 Local Area Co-ordinators: Recruitment and Training

The Swansea implementation embraced the 'citizen-centred' recruitment approach which involves members of Pilot area communities. This provides immediate engagement and supports rapid development of both trust and progress.

Job adverts for Local Area co-ordinators were posted on 30th January 2015 on the Guardian Website, Jobcentre Plus website, City and County of Swansea internet and intranet websites. It also went out to the voluntary sector via Swansea Council for Voluntary Service (SCVS). The closing date was 13th February 2015 and Swansea City Council received 60 applications in total, 12 were shortlisted and 11 interviewed (one person dropped out on the morning of the interviews).

During this time, a member of Swansea Council for Voluntary Services was integral in convening community representatives to act as interview panel members for each of the chosen areas. This is an important and effective component of the model as these representatives are connected to the local context and will arguably have greatest appreciation of their community needs, assets and challenges as well as an understanding of the candidature who might be the best 'fit' for their areas. Furthermore, the representatives act as a 'springboard' for new co-ordinators and are key in plugging them into existing community networks.

Local Area Co-ordinator interviews took place in April and were held at the national pool for the Sketty appointment, the local Community centre in Port Tennant for the St. Thomas and Bonymaen appointment and in the local Asda Community room for the Gorseinon appointment. The Gorseinon group could not reach a majority agreement on a candidate and therefore a second interview took place. In total three candidates were selected, one for each area and commenced training on 1st June 2015. Two candidates had previous experience in social care and the other as a community leader.

5.5 Initial Delivery

The recruited Coordinators completed a month long training programme (June, 2015) which has provided them with the skills and understanding to deliver LAC activities. They commenced work on a full-time basis at the start of July 2015 and have therefore been active for just over two months at the writing of this report. During the period to date, the three Coordinators have engaged with community assets, and worked in support of individuals and their families.

As LAC is a person-centric approach, the crux of the delivery is the individual interactions. The remainder of this section provides feedback from Coordinator interviews together with a digest of example interactions demonstrating the nature of the interactions undertaken by the coordinators to examine alignment with LAC principles. To maintain privacy of those involved, these stories have been anonymised, and the section will be further redacted in versions of this document intended for wider dissemination.

Question	LAC 'A'	LAC 'B'	LAC 'C'	Researcher Comments
Background and relation to LAC	Social Worker for Adults with learning difficulties then became a housing case co-ordinator	I had facilitated a peer advocacy group for adults with learning difficulties giving them a voice. I'd been a teaching assistant before that which taught me patience!	Been a community leader, previously a community Policeman. Community and Race Relations – LGBT, faith groups etc. Then went to work for the Church	Two Coordinators had previous social care backgrounds working with Adults with learning difficulties. The other had substantial experience of community work.
Awareness of the role	I found out about the role through the Swansea City Council Bulletin	Third sector jobs website	Family member saw it advertised and notified me.	Awareness of role accessed by various methods.
Appeal of the role	It was the reason why I became a Social Worker, working face to face with people	It sounded perfect; it was trying to address everything I was worried about and countering it. It was also about doing the small things that make the big changes.	I get to carry on doing the sort of things I've done previously and make an impact on the community where I live.	Interviews revealed the appeal of working with people and saw LAC as the opportunity to make a positive change for individuals and the community
Understanding of LAC	I got the ethos straight away, it fitted with my previous experience and knew it required a certain type of person – empathic, relatable, sociable and saw that Community is stronger together	When I read about LAC it came across clearly. I read around it and took time to look at it. There was nothing muddy or murky about it.	It did take some work. I'd never heard of it. I did a lot of reading and went to visit two LACs working in England which helped. I can understand you either get it or you don't. It's very different to Services. For me it's connected to having that social awareness and passion for community.	Two of the Coordinators felt LAC required some reading to fully understand the model.

Question	LAC 'A'	LAC 'B'	LAC 'C'	Researcher Comments
<p>Importance of community leaders during/after interview</p>	<p>Very important, I met with some members very early on and they introduced me to faith groups, Schools, the Foodbank, community centres and sports clubs</p>	<p>I engaged with some of the group but not as much as I'd liked to have because one fell ill. I've been linked to the hospital gardening project, 'Time to meet' and the local Institute even got me a room as a part-time base</p>	<p>Yes, very beneficial. Two were away but I visited all of them. The Curate at the Church has been key in connecting and building the Community Orchard. I also met with Mandy who runs the winter homeless project, that was good to start with the leadership in the community. It was good to start conversations saying you've been chosen by the community.</p>	<p>All felt the interview panel members played an important and valuable role in getting them started in their prospective communities. Community leaders were able to link them into networks quickly and effectively.</p>
<p>Getting started in the community</p>	<p>I went to the local library very early on which was a huge source of information and they were very knowledgeable about what was going on in the community</p>	<p>As well as introductions from the community leaders, a mixture of arranged formal meetings with community teams, drop-ins at the community centre and the local pub. I've started a Facebook page and uploaded a Google map which shows where things are happening in the local community</p>	<p>The library has been key as has a sheltered accommodation place, a coffee shop, shops, post offices and hairdressers. The local community centre as well. Jane has taken us to loads of group meetings with key organisations – housing associations, SCVS, Council groups and Community Connectors.</p>	<p>All of the Coordinators mention the library as a key centre of community activity (Coordinator B mentions this in some of the stories he's shared). Hairdressers are mentioned by Coordinator C but also by Coordinator A in one of the stories. Formal group meetings arranged by the Implementation manager with other community teams have also been</p>

Question				beneficial for others understanding LAC.
	LAC 'A'	LAC 'B'	LAC 'C'	Researcher Comments
Challenges and barriers so far	People (services) understanding what LAC is about, they don't see the blurred lines where we can work together. I guess they're still sizing us up.	Nothing major, some GP's surgeries haven't responded to emails and the Youth Workers have been very reluctant to respond and meet up.	It's about getting us known, to be high up on the list of resources for people – that's the biggest barrier. Being a face people know. Part of that is our responsibility to keep pushing the message, the other is the Implementation Manager's to push senior management to see the value. They need to be encouraging other teams to use us.	Challenges include visibility, communicating 'the message' of LAC; understanding the boundaries and a willingness by external groups to respond and engage with the Coordinators.
Early responses to LAC	I've had connections from Councillors, hairdressers, and newsagents. I've made 64 connections since mid July. SCVS, Mental Health Co-ordinators, Libraries, Swansea Park's Network have all been great.	The frequent thing people say is 'Oh that's what we do'. Once they understand more they can see the value and scale of what we do. Others say 'Why has no one been doing this?' and 'What can we do to help?' They're not getting paid, they're just happy someone's taking an interest.	I met with local Councillors very early on and they were very encouraging. Some haven't managed to 'get it' as much as we'd hoped.	Early responses to LAC are on the whole positive. There is support from many of the local Councillors, community businesses, organisations and local groups. However, there is the need to get the message of what LAC does across in order to clarify that it is not the same as existing social and community activity.

Question	LAC 'A'	LAC 'B'	LAC 'C'	Researcher Comment
Perceptions of LAC	Some in Services have said LAC is like a 'cult', it has a model, it's separate, has its own terminology, even Guru's, it's competition etc. until you tell them a story and then they understand	It's been 99% positive from the people in the community. People love someone who can listen and who takes an interest.	Some have said 'what you're doing in the community is like 40 years ago' building strength and people looking out for one another – I've heard that several times now. On the other hand I've also had 'that's what we do' from OT's and Community teams. I've also had a Social Worker say 'That's what we should be doing'.	The comparison of a 'cult' was also supported by the Implementation Manager during interview. The issue of terminology is also echoed by the Implementation and UK Managers as a challenge. All verify a positive response from the community.
Recording your work	I've been putting everything down in a spreadsheet.	Trying to keep on top of it. I make short stories of everything but I have more success using spreadsheets and the Google map.	It's manageable at the moment but do need a system. I've got a spreadsheet with all the contacts but I'd love to find some good software. I use EverNote as well because you can tag keywords.	At present it appears that a spreadsheet database is the most favourable until something more 'fit for purpose' is developed. UK Managers are currently investigating suitable alternatives.
Training - what was effective?	Ralph Broad was integral to my training, his sessions were excellent and well worth attending	First 2 days very inspiring, definitely the best. Jane and Ralph were inspiring. Met the other Co-ordinators and we all	Ralph has been good and very useful, he embodies the ethos and values. Those training days were great. Giving us	Ralph Broad was integral to the training process. This response was also

Question	LAC 'A'	LAC 'B'	LAC 'C'	Researcher Comments
Training – What was not?	One external workshop was too risk adverse and flew in the face of what LAC was about. It didn't feel like I could have natural conversations if I followed her method	On reflection one session wasn't inspiring but I guess it defined the middle ground between Ralph enthusiasm and the other trainer's measured approach.	My frustration is with the database and forms. We still not sure what we're using.	supported by the Implementation Manager.
Training needs	Not that I can think of	Safeguarding training earlier on might have been beneficial. Maybe add Mindfulness training?	It would have been useful to have the database and forms up and running at the start. No phone and no laptop until a month after I started.	Feedback given expressing what each felt was missing from the training session or what did not inspire them in their roles
Role of social media in LAC	Very important for LAC but the Council are sceptical. We've had to put a business case together to use it. I've got 37 groups on my Facebook account and get instant updates.	Once we receive approval for official work Facebook and twitter accounts it will be a vital resource to make links with individuals, groups and organisations as well as being a central place where we can share information regarding where we will be, things that are happening in the community, resources people can access, groups that they can attend. As soon as the	I've helped to write a business case for us to have Facebook and Twitter. It's important because there are no Foodbanks or Job centres where you know there are people in need here. It's not a conversation they're used to having.	Safeguarding as a training need mentioned by Implementation manager and LAC 'B' All of the Coordinators feel that social media plays a key role in supporting what they do. This maybe particularly useful in more rural and middleclass areas where many are not used to accessing support. It appears to be

Question	Google map went public on Facebook I received messages.			Researcher Comments
	LAC 'A'	LAC 'B'	LAC 'C'	
The most difficult part of LAC	The ability to pull in services established in Swansea and retain the ethos of LAC without compromise. Most have wanted part of LAC without committing to the model wholly or they have claimed they are already doing the role in their service.	Walking into a group for the first time, particularly without having arranged anything beforehand. I've had to have the confidence to introduce myself to a whole host of people and tailor the LAC message for people from all walks of life, career paths and needs.	At the moment -it is already introducing myself and the role and being proactive in all the conversations with shopkeepers, community contacts etc. In my area people seem to be more private and the area is new to me. This isn't unexpected, just hard work, as we are building the bases of relationships. Also because the role is new other council colleagues have not yet seen the benefit of it, or experienced it, so it takes energy and time to explain.	For two of the Coordinators it's becoming comfortable with introductions, conversations and understanding. It is still early and LAC is very new to the area.
The best part of LAC	When people 'get it' and they are inspired, as we are as workers, by it. People finding their feet and methods of sustainable support and help is joyful in a way that focus upon problems, issues and needs of support are not. People often take a little but want	I have been surprised with the amount of people who've not only been receptive to LAC but who've said straight away "What can I do to help". I've been privileged to have had people share details about their lives with me. It takes a lot to invite a stranger into your home and talk about	Best part is working within the LAC values and principles especially not being time-driven, not having to meet short term targets, and having different attitudes in the way we approach our work.	Both Coordinators mention the willingness of people asking how they can help, this is a core component of the model and contributes to building self-sustaining solutions and community resilience. The autonomy of

Question	<p>to give more back</p> <p>your mental health, disabilities, losses that you have suffered, as well as exploring your hopes and dreams.</p>			<p>the model but also the autonomy allowed by management is key to developing the way Coordinators work and build relationships.</p>
	LAC 'A'	LAC 'B'	LAC 'C'	Insight
Additional Comments	<p>Having IT support ready and aware of the demands of the role would be beneficial rather than spending weeks on bureaucratic processes which keep LACs from their locality.</p> <p>Having a database sorted on which to record and map out day to day other than the story template currently used.</p>	<p>The continuing cooperation of other organisations and agencies is important to our success. For them to believe in LAC as much as we do. Most of the early work has been networking, resource mapping, information gathering, etc. This is all the ground work that must be laid, to build on in the future and ensure a good knowledge base and support network. This will plateau and most of our time will be devoted to one to one support. The continued promotion of the project to ensure we never stay still and we are continually learning and developing will also be essential. The great management structure that is</p>	<p>LAC would benefit from a higher profile – both in council publications and local newspapers etc. Also it will need overt support from senior management for it to succeed.</p>	<p>LAC 'A' and LAC 'C' (identified in training needs) that IT support and a 'fit for purpose' database was not available to them at the outset.</p> <p>The role of senior management is also echoed in interviews with Western Bay and the Implementation Manager.</p>

already in place must also
continue. I'm imagining a stage
in the future where walking
down the street is like walking
into the bar in Cheers, where
everybody knows your name.

Local Area Co-ordination - Swansea

Emerging Stories

Formative 3 month Evaluation

June-August 2015

STRICTLY CONFIDENTIAL

These stories are not to be circulated or distributed, these contacts are still developing and their stories emerging as the Local Area Co-ordinators build relationships and gain further insight into the individual's vision for a 'good life'.

Names have been changed to protect the identity of the individuals

Nigel's Story

"I want to do more with my life before I go"

Source of Initial Contact:

Introduced to the Local Area Co-ordinator by the Community Mental Health Team

I

Introduction

Nigel is a 70 year old gentleman living independently in the local community. The Community Mental Health Team (CHMT) had been supporting Nigel for several years following a breakdown and had helped him to move to sheltered accommodation. He was about to be discharged from the team, who felt that he would benefit from LAC help in socialising and meeting new people.

Nigel's

Situation

The Local Area Coordinator met with Nigel and took time to get to know him. They talked about his past, his current situation and what was important to him and what a good life looked like to him. He is in a stage of reappraising his life, and said "I want to do more with my life before I go". He was planning to start taking up exercise again. He takes long walks regularly and has reduced his visits to the local pub. Nigel also wants to stop smoking. He is keen to meet more people, and maybe go on trips.

What Happened?

The Local Area Coordinator took time to find out Nigel's interests which included doing some voluntary work. The CMHT worker had identified an opportunity working at the local woods which he was pursuing.

Nigel and the Coordinator also discussed computer training, although Nigel recounted that he had had a negative experience of being taught in a large group. The Coordinator also suggested getting out to a coffee morning where Nigel could talk to more people. It was suggested that as Nigel has a car, he may be able to collect another person that the Coordinator is already supporting, who is visually impaired and finds it hard to get out. Nigel was agreeable to this.

Follow up and next steps

The Coordinator has connected Nigel with a member of a local church who also has an interest in cooking and who will visit Nigel regularly. The Coordinator is researching one-to-one computer training for Nigel, which would provide another connection, and an opportunity to learn new skills. In addition the Coordinator has connected Nigel with an older lady living nearby, who needs support after a fall. Nigel will visit and accompany her to the shops to help her grow confidence to go outside independently.

Gwen's Story

"I'm not much of a joiner"

Source of Initial Contact:

Local Area Coordinator met Gwen at the local community centre and discovered she was visually impaired and looking for activities.

Introduction

Gwen is a woman in her 80s who is vision impaired and has recently lost her husband. She lives on her own in the same house she has occupied for nearly fifty years. She has a daughter locally who visits once a week. Gwen would like more things to do, but isn't keen on joining groups.

Gwen's

Situation

The Local Area Coordinator met Gwen at the Community centre when she attended with her companion from RNIB. They were looking for activities at the centre but there was nothing going on at the time of their visit. As they were inspecting the notice board, the Coordinator asked them what they were looking for and was able to explain about local area coordination. As a result of that conversation, the Coordinator was able to meet with Gwen a few days later to discuss Local Area Coordination and how it may help her, and Gwen felt that a further conversation would be useful.

When the Coordinator visited Gwen at home, he asked her about her life currently; Gwen gets help from the companions from RNIB, but would enjoy talking to other people. Gwen has a good relationship with her neighbour who is great but works and so isn't around very much. She used to love sewing and knitting but finds this impossible now her eyesight has deteriorated. She also has a gardener to cut the grass, but is concerned that the bushes in the garden are growing too high and obscuring her view of the road outside, and contributing to her feeling isolated. She describes herself as 'not much of a joiner', having been an only child, and so is less interested in joining groups, especially those that are just for other vision-impaired people.

What Happened?

The Coordinator visited Gwen again, where he got to know her further and she was happy to talk about her life, her past but also what she would like to do in the future. A visit from Swansea Vale Resources Centre staff to help her be more confident about going out and using buses etc., was planned but unfortunately she was not up to it. She indicated that she may be up to learning braille and also finding some way to be involved in knitting/sewing - that could be with someone else who she could teach or help and use her vast experience and skill to pass on to another

Follow up and next steps

The Coordinator is finding out about local knitting/sewing possibilities and also about braille lessons. He will be connecting her with the sensory services team and RNIB for this, and he has made a couple of other local connections who would be interested in meeting up with her for coffee. One of these other connections can drive, so may be able to provide transport so she can get there.

Eira's Story

Source of Initial Contact:

This introduction came from a Social Worker who the Local Area Co-ordinator met in one of the Local Hubs where he goes to complete his paperwork

Introduction

Eira has a history of cancer and has recently been diagnosed with Parkinson's disease. She is also on medication for depression and complains of constant pain. Her health problems have been exacerbated by issues with a neighbour. This has left her anxious about being in her home alone and she has lost confidence in going out.

Eira's

Situation

Eira has overcome serious illness in the past and unfortunately has recently been diagnosed with Parkinson's disease. There have also been complications with previous surgeries which have left her in constant pain.

Last March Eira experienced a serious physical attack which left her fragile and nervous. Eira now feels anxious about staying at home alone but has lost confidence in going out.

Eira's social worker felt that she wasn't in need of physical services, but she is in need of emotional support and reassurance. The social worker also felt that Eira may benefit from activities she could participate in to help her get out of the house and reduce her feeling of isolation

What Happened?

To date, the Local Area Co-ordinator has met with Eira on several occasions. He took time to get to know her and listen to her story and the things she was concerned about. Eira lacks confidence and has been very nervous but appreciated the visits. The Co-ordinator has been able to help Eira be less anxious by dealing with some utility paperwork that she was confused about and continues to help with letters she receives. He has also liaised with the tenancy support unit to whom Eira was referred.

Follow up and next steps

The Coordinator will be working alongside Eira and the partner organisation to identify a new flat for her to move into. She currently feels too scared to stay in her home since the incident with the neighbour. This will also involve helping her with accessing benefits. When she feels well enough the Coordinator will introduce her to a coffee morning in a local park which is run by volunteers. This will connect her with others as well as supporting a local community run project

Emma's Story

"I don't want to talk to anyone, they'll take my kids away"

Source of Initial Contact:

Manager of a local corner shop

Introduction

Emma is a young mother with three young children. She is recently bereaved, isolated and struggling to cope. She is not sleeping or eating properly, her children are also grieving and she lacks familial support. Emma and her partner signed a new tenancy agreement just before he unexpectedly passed away and she is concerned about how she will manage alone with the property. Emma wants to help her children with their grief, resolve her housing issues and gain control once again.

Emma's Situation

The manager of the local corner shop suggested Emma would benefit from a visit from the Local Area Coordinator as the family would be reluctant to be approached by a 'service type' person fearing this might lead to the family being split up. The Coordinator took the time to explain their role and they agreed to meet at her home.

Emma explained that she had lost her partner suddenly a month ago. Since then, she has moved in with her mother and describes their relationship as 'up and down'. Emma is not eating or sleeping much, she feels drained and numb. Emma and her partner recently signed a tenancy agreement for a new property. It has no heating, flooring and is unfurnished, it feels empty and cold. A friend has told her if she seeks help from Social Services they will remove the children and people will see she cannot cope. Emma became very emotional when talking about her children who she thinks may have autism or ADHD. Emma feels she and her children need help dealing with the loss of her partner. She went to the local library to borrow some books on grief but someone asked her how she was and she burst into tears and left. She also is worried about her new tenancy and the property.

What Happened?

The Coordinator went to the library and collected 3 books for Emma. The library was able to offer support through a 'Mums and Toddler' Group held there which Emma signed up for. The books have helped her children start to talk through their toys about their feelings and ask questions. The Coordinator put her in touch with her local housing officer to get the remedial work done on the house and found information on benefits and entitlements. Emma was encouraged to visit her GP to talk about her and her children's situation.

Follow up and next steps

Emma is on a waiting list for Counselling with Cruse Bereavement and has discussed the idea of an assessment for her children for Autism and ADHD. She is grateful to have the Coordinator to talk to and doesn't feel judged or pressurised. The Coordinator has also agreed to accompany Emma and her children to the Mums and Toddler group on their first day

5.6 Network & Relationship Science Approach

Network science uses the relational linkages between individuals, organisations, and other actors to inform methodology and research across a wide spectrum of fields including the understanding of social interconnectedness

Swansea University's Network/Relationship Science Analytics programme is a partner with IBM's Network Science Research Centre (NSRC). IBM's NSRC is collaboration among scholars and researchers from IBM, Swansea University, MIT, Harvard University, Brown University, Columbia University, and other organisations, and it provides access to practitioners and subject matter experts as well as pertinent information regarding information technology that can be applied to advancing several societal missions such as advancing environmental sustainability, promoting global security and stability, and to transform the way we live and work as well as to improve the human condition – one person, one city, one nation at a time.

With this in mind, the researchers incorporated some of the principles of relationship science into the evaluation methodology in order to assess the effect of LAC upon community networking and potential resilience. By identifying the eco-system of assistance accessed by individuals at the start of the project and mapping the interactions and their effectiveness created by LAC (or lack thereof) the researchers hope it will provide a clear picture of its impact across the region.

The approach identifies assets and individuals, charting the relationships established between them. This is recorded by the Coordinators in field notes and case studies. A simple characterisation and hierarchy of relationships is used to chart their development, as shown below;

1. Initial Engagement (red)
2. Sharing of basic information (purple)
3. Collaboration in achieving a goal (green)
4. Successful co-production outcome (gold)

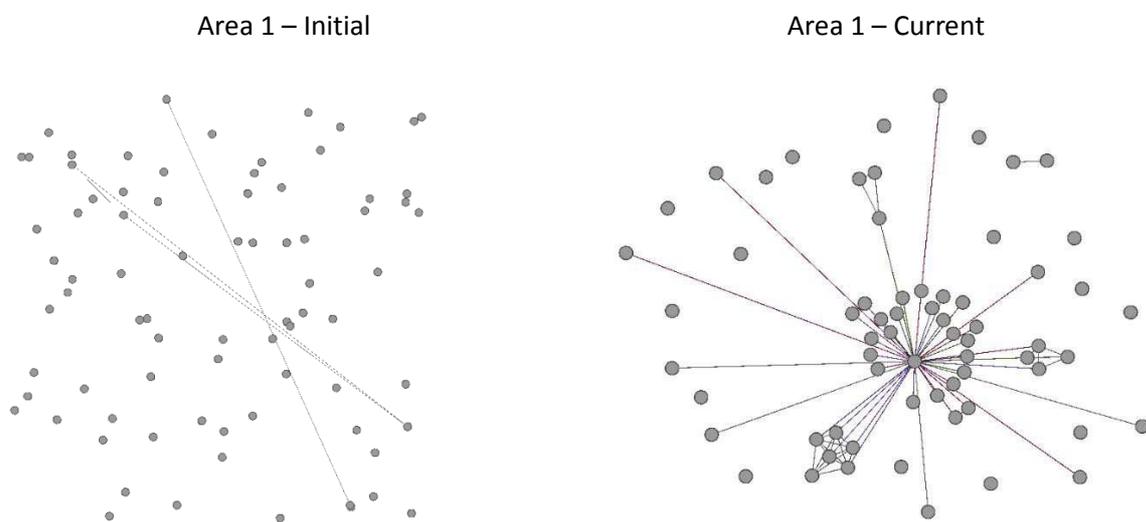
The networks and relationships are presented graphically with maps¹⁹ using points to represent assets/individuals and lines between them of different colours to represent the hierarchy of relationships.

¹⁹ At this early stage, non-geographic maps are used to maintain anonymity of individuals engaged due to the relatively low numbers involved

5.7 Emerging Network & Relationship Highlights

The Pre-Deployment phase use of the network and relationship science approach has focused on establishment of connectivity between the LAC Co-ordinators and local assets. Despite the relatively early stage of deployment, it can be clearly seen that all areas have seen not only a growth of both asset and supported individual networks, but also evolving relationships demonstrating activity across these networks.

The following network map presents progress in establishment and activity across community networks in one of the three Pilot areas (the remaining two are in preparation). The 'Initial' position presents an outline of identified community assets, with the 'Current' map showing the level of connectivity achieved to date.



The above network map demonstrates a clear progression, with the Coordinator engaging effectively with community assets in the Pilot area (i.e. number of lines and connected nodes). It is most encouraging also that even at this early stage there is tangible activity underway as well as connectivity being established. There is a high level of centrality around the Coordinator as data collected is relatively limited, though case studies will be able to inform in future whether density increases over time.

Finding

The initiation of the project has progressed well, with a team of Coordinators making good progress within their respective communities

Update reviews and the final report will examine how this network has developed both in terms of connectivity and activity. This will establish whether LAC is not only engaging across the targeted community but also making effective use of assets therein.

5.8 Financial Perspective

As described in earlier sections, many of the anticipated LAC benefits, and in turn their financial impacts, are ultimately a complex aggregate of savings achieved through prevention of issues developing into need for resource-intensive services. Establishing additionality is also challenging as each interaction is unique and working out what would have happened without intervention risks being mere guesswork.

Furthermore, significant targeted benefits are intended as longer term and indirect. For example, interventions supporting vulnerable individuals into work run straight into the proven links between poverty, employment and health. The result of such positive outcomes is benefit through both reduced welfare expenditure and future health service costs - in addition of course to the personal and social benefit. Therefore, only professional insight and personal/family/peer reflection on a case by case basis to assess the counterfactual missed prognosis for a supported individual can help establish what costs may have been avoided.

Available service unit costs from Government²⁰ and academic²¹ research, or other appropriate benchmarks for avoided service requirements, together with further quantifiable benefits allow a level of assessment of individual cases which can be aggregated or appropriately extrapolated.

The early stage of interactions makes it challenging to quantify benefits as insufficient data are available. However, the case studies developing around individual interactions allow the nature of services use already avoided through LAC interventions, and their planned outcomes to be identified. Encouragingly these already demonstrate both emerging and planned benefits for individuals, together with interventions targeting entire groups within communities.

The following table lists those identified as already happening (Emerging) and those targeted by existing engagements (Anticipated and Potential).

Emerging Benefits

- Avoided calls upon Social Worker support (Adult Services)
- Avoided General Practitioner Visits
- Avoided calls upon mental health services

Anticipated Potential Benefits

- Potential employment (with associated benefits to UK central government)
- Avoided Community Nurse visits
- Avoided/Delayed transition into residential care or nursing home

²⁰ Personal Social Services: Expenditure and Unit Costs, England, 2013-14, Health & Social Care Information Centre, 2014

²¹ Unit Costs of Health & Social Care 2013, Personal Social Services Research Unit, The University of Kent, 2013

- Avoided Home Care Visits

Encouragingly, the albeit limited delivery undertaken to date has already resulted in both Emerging and Anticipated Potential benefits mapping well against those hoped for by key stakeholders.

There is of course the perspective that LAC may introduce individuals to use of service which would not have occurred otherwise, resulting in new costs. However, on the basis that earlier interventions provide more effective and cost-effective resolution of issues this would be more likely to provide net benefit than simply being regarded as additional cost.

Further stages of this evaluation will draw further upon experienced Social Worker and case review to assess benefits achieved, avoiding any optimism bias during the quantification of benefits. The update reviews will provide a compendium of stories with 360° interviews to assess additionality. These will be used to identify whether the Anticipated Potential Benefits have been achieved and quantify their value. The final report will then use these combined data to provide a perspective for the wider LAC Pilot impact.

In terms of cost, the Swansea LAC Pilot Implementation is approximately 200k for twelve months, inclusive of Co-ordinator and other management costs. This is comparable with other benchmarks for delivery and will be tracked against the scale up of delivery and benefits achieved during the further stages of this evaluation.

Finding

LAC has the potential to make a valuable contribution to communities in Swansea, with benefits already emerging from these very early stages of delivery

6. The Findings

This early stage report provides a high-level initiation review which will be used to build up the evaluation over coming months as the LAC Pilot is delivered. However, as detailed in earlier sections, a number of emerging observations and recommendations have been identified and formulated.

These are as presented in the tables below'

Finding

The LAC model complements existing support services, though must be clearly understood as a medium-long term community resilience effort rather than risk being perceived as rebranding of social services

Finding

The initiation of the project has progressed well, with a team of Coordinators making good progress within their respective communities

Finding

LAC has the potential to make a valuable contribution to communities in Swansea with benefits already emerging from these very early stages of delivery

Recommendation

Continued commitment to the approach would support the approach building trust and meaningful engagement for what is a long-term ambition rather than quick-fix

Recommendation

Strengthening of the role of the LAC Leadership group through regular attendance at meetings, with expanded membership potentially including relevant emergency services and community members.

Recommendation

Enhanced engagement of the third sector at the Leadership Group level to complement the strong links being forged by Coordinators at the operational front

Further findings drawn from triangulation of the datasets collected include;

- Many of the themes raised by the UK Managers have since been echoed in interviews with Swansea's new Coordinators and Western Bay. A comprehensive understanding of Local Area Coordination would further assist in clarifying boundaries, building partnerships and encouraging joint working as potentially exploiting additional funding streams.
- Whilst some members of the third sector in across the Western Bay region have been a significant support, a wider affiliation is a work in progress. A small number of third sector colleagues have been hesitant or even reluctant to engage - a theme echoed across UK Managers and throughout the data we have gathered. Further research needs to be undertaken to understand the causes underpinning this finding.
- Increasing pressure on resources and availability of funding has increased the need for a convincing evidence base. However, as this model's 'slow-build' approach is integral to its ethos, significant evidence will take time to gather.
- Increasing pressure on resources and availability of funding has also put constraints on other community and social initiatives supported by the local authority. This has contributed to some of the negative perceptions of LAC, in that it has been viewed with suspicion or seen as a repetition of existing initiatives
- The role of the Leadership group is widely viewed as integral to the success and sustainability of LAC. Its ability to influence and convey the message of LAC into its nuanced networks and forums along with its ability to unlock barriers and progress the programme is key for Western Bay, UK Managers and the Swansea LAC team.
- Senior leadership and buy-in is also related to systems change and service reform and the encouragement of joint working and greater co-production.
- Language and terminology has been raised as an issue. The model does indeed have its own terminology which for some sets it apart from the mainstream.
- Centres of community activity or those entities that are passing on referrals to the Coordinators e.g. the local libraries may add an additional level of insight to the Leadership Group.
- Whilst the membership for the Leadership Group covers a broad range of areas, regular attendance and commitment is imperative to maintain momentum.
- The need for a clear and cohesive method of recording data is required not only in Swansea but this was an issue expressed by the UK Manager's.
- LAC is a 'slow-build' model therefore short-term funding will not give it the time to develop and fulfil significant potential. This approach requires longer-term investment to appreciate its potential.
- Understanding and communicating the model is essential for it realise its aim of becoming a front end service. Social media has an important role to play as well as the leadership group communicating LAC in their individual fora.

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